## H. R. 578

To provide for recovery of costs of supervision and regulation of investment advisers and their activities, and for other purposes.

## IN THE HOUSE OF REPRESENTATIVES

JANUARY 26, 1993

Mr. Boucher (for himself, Mr. Markey, Mr. Dingell, Mr. Fields of Texas, Mr. Cooper, Mr. Wyden, Mr. Lehman, and Mr. Synar) introduced the following bill; which was referred to the Committee on Energy and Commerce

## A BILL

To provide for recovery of costs of supervision and regulation of investment advisers and their activities, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Investment Adviser
- 5 Regulatory Enhancement and Disclosure Act of 1993".

1	SEC. 2. ADDITIONAL RESOURCES FOR INVESTMENT AD-
2	VISER SUPERVISION.
3	(a) AMENDMENT.—The Investment Advisers Act of
4	1940 (15 U.S.C. 80b-1 et seq.) is amended by inserting
5	after section 203 the following new section:
6	"FEES FOR REGISTRANTS AND APPLICANTS
7	"Sec. 203A. (a) In General.—The Commission is
8	authorized, in accordance with this section, to collect fees
9	to recover the costs of registration, supervision, and regu-
10	lation of investment advisers and their activities. Such fees
11	shall be collected, and shall be available, only to the extent
12	provided in advance in appropriations Acts. No appropria-
13	tion Act may authorize fees to be collected under this sec-
14	tion during any fiscal year unless the amount appropriated
15	by such Act for such costs for such fiscal year equals or
16	exceeds the aggregate amount that may reasonably be ex-
17	pected to be collected by such fees. Such fees shall be de-
18	posited as an offsetting collection to the Commission's ap-
19	propriation and may remain available for such purposes
20	for the succeeding fiscal year. The costs covered by such
21	fees shall be limited to the costs of Commission expenses
22	for registration, examinations, and surveys of persons reg-
23	istered or required to register under this Act.
24	"(b) Time for Payment.—
25	"(1) New registrants.—At the time of filing
26	an application for registration under this title, the

applicant shall pay to the Commission the fee specified in subsection (c). No part of such fee shall be refunded to the applicant. The filing of an application for registration under this title shall not be deemed to have occurred unless the application is ac-

companied by the fee required under this section.

"(2) Ongoing registration is effective on the last day of its fiscal year shall pay to the Commission the fee specified in subsection (c). Such payment shall be made not later than 90 days after the end of its fiscal year, or at such other time as the Commission, by rule, shall determine, unless its registration has been withdrawn, canceled, or revoked prior to that date. No part of such fee shall be refunded to the investment adviser.

"(c) COST-BASED SCHEDULE OF FEES.—For any fiscal year for which fees are authorized to be collected by an appropriation Act, the amount of fees due from investment advisers in accordance with paragraphs (1) and (2) of subsection (b) shall be determined according to the following schedule:

"Assets under management	Fee due:
Less than \$10,000,000	\$300
\$10,000,000 or more, but less than \$25,000,000	\$500
\$25,000,000 or more, but less than \$50,000,000	\$1,000
\$50,000,000 or more, but less than \$100,000,000	\$2,500
\$100,000,000 or more, but less than \$250,000,000	\$4,000
\$250,000,000 or more, but less than \$500,000,000	\$5,000

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"Assets under management	Fee due
\$500,000,000 or more	\$7,000

- 1 "(d) Suspension for Failure To Pay.—The Com-
- 2 mission, by order, may suspend the registration of any in-
- 3 vestment adviser if it finds, after notice, that such invest-
- 4 ment adviser has failed to pay when due any fee required
- 5 by this section. The Commission shall reinstate such reg-
- 6 istration upon payment of the fee (and any penalty due),
- 7 if such suspension was based solely on the failure to pay
- 8 the fee.
- 9 "(e) RULEMAKING.—The Commission may adopt
- 10 such rules as are necessary to carry out this section.
- 11 "(f) Definition of Assets Under Manage-
- 12 MENT.—As used in this section, the term 'assets under
- 13 management' means the client assets with respect to which
- 14 an investment adviser provides continuous and regular su-
- 15 pervisory or management services.".
- 16 (b) Effective Date.—This section shall become ef-
- 17 fective upon the adoption by the Commission of imple-
- 18 menting rules, under section 203A(f) of the Investment
- 19 Advisers Act of 1940, as added by subsection (a).
- 20 SEC. 3. EXAMINATIONS AND SURVEYS.
- The Investment Advisers Act of 1940 is amended by
- 22 inserting after section 222 (15 U.S.C. 80b–22) the follow-
- 23 ing new section:

1	"EXAMINATIONS AND SURVEYS
2	"Sec. 223. (a) Periodic Examinations.—The
3	Commission shall establish and periodically revise a sched-
4	ule for the regular examination of investment advisers.
5	Such schedule shall provide for more frequent examina-
6	tions of certain investment advisers based on factors that
7	the Commission determines increase the need for examina-
8	tion of those investment advisers, which shall include (at
9	a minimum) each of the following:
10	"(1) the frequency of customer complaints;
11	"(2) the risks associated with newly registered
12	investment advisers;
13	"(3) custody of funds and the authority to exer-
14	cise investment discretion;
15	"(4) the existence of deficiencies detected dur-
16	ing an examination under this title that may con-
17	tinue to present high risks to clients; and
18	"(5) the receipt of commissions for the sale of
19	investments recommended to clients.
20	"(b) Surveys of Unregistered Persons.—The
21	Commission shall, within 3 years after the date of enact-
22	ment of this section and periodically thereafter, provide
23	for the conduct of a survey to determine the extent of,
24	and reasons for, the failure of persons to register as re-
25	quired by this Act. The Commission shall, on the basis

- 1 of such survey results, establish objectives for the reduc-
- 2 tion or elimination of such failures and shall include in
- 3 annual reports to Congress (under section 23(b) of the
- 4 Securities Exchange Act of 1934) submitted after comple-
- 5 tion of the first survey, a statement of such objectives,
- 6 an evaluation of the success in attaining those objectives
- 7 during the preceding year, and such recommendations as
- 8 the Commission considers appropriate to assist in the at-
- 9 tainment of those objectives. If the survey identifies any
- 10 pattern of noncompliance with the registration require-
- 11 ments of the title and the rules thereunder, the Commis-
- 12 sion's objectives shall include such rulemaking proceedings
- 13 as may be required to correct such noncompliance.
- 14 "(c) Provisions Not Limitation.—The provisions
- 15 of this section shall not be construed to limit the authority
- 16 of the Commission to prescribe rules under this Act or
- 17 to conduct an examination or investigation at any time
- 18 or to institute proceedings under this title or any other
- 19 title.".
- $20\,$  sec. 4. designation of self-regulatory organiza-
- 21 TIONS.
- The Investment Advisers Act of 1940 (15 U.S.C.
- 23 80b-1 et seq.) is amended by inserting after section 223
- 24 (as added by section 3 of this Act) the following new sec-
- 25 tion:

"DESIGNATION OF SELF-REGULATORY ORGANIZATIONS 1 2 "Sec. 224. (a) Designation To Conduct Exami-3 NATIONS.—The Commission, by rule, consistent with the 4 public interest, the protection of investors, and the purposes of this title, may designate one or more self-regulatory organizations registered with the Commission under sections 6 or 15A of the Securities Exchange Act of 1934, to conduct periodic examinations of its members and affili-8 ates of members that are registered or required to register 10 under this title to determine compliance with applicable provisions of this title and the rules and regulations thereunder. Such rules shall specify the minimum scope and frequency for such examinations and shall, to the extent consistent with the protection of investors, be designed to avoid unnecessary regulatory duplication or undue regu-15 latory burdens. Such self-regulatory organization may discipline such members and affiliates of members for violations of the applicable provisions of this title and the rules and regulations thereunder pursuant to the standards and 19 procedures set forth in sections 6, 15A, and 19 of the Securities Exchange Act of 1934. The penalties imposed by 21 a self-regulatory organization for violations of this title shall not exceed those contained in subsections (e), (f),

and (i) of section 203.

1	"(b) Limitation.—The Commission shall not exer-
	cise the designation authority contained in subsection (a)
3	for members or affiliates of members if the primary busi-
4	ness of the member or its affiliates is investment advisory
5	activities. The Commission, by rule, may establish criteria
6	for defining the term 'primary business'.
7	"(c) AUTHORITY TO IMPOSE FEES.—
8	"(1) IN GENERAL.—Any self-regulatory organi-
9	zation designated by the Commission to perform the
10	examinations specified in subsection (a) shall have
11	the authority to collect fees in accordance with this
12	subsection.
13	"(2) Limitation.—The total fee paid by a reg-
14	istered investment adviser under this subsection
15	shall not exceed an amount determined in accord-
16	ance with rules prescribed by the Commission. Such
17	rules shall require that the fees collected by a self-
18	regulatory organization under this subsection—
19	"(A) cover only the costs of the self-regu-
20	latory organization's expenses for examinations
21	conducted pursuant to subsection (a);
22	"(B) as to any investment adviser, bear a
23	reasonable relationship to the costs of conduct-
24	ing an examination of that adviser pursuant to
25	subsection (a); and

1	"(C) not exceed such portion of the fee au-
2	thorized under section 203A as the Commission
3	determines is allocable to the Commission's ex-
4	penses for conducting such an examination.
5	"(3) REDUCTION OF SECTION 203A FEES.—The
6	amount of any fee that a registered investment ad-
7	viser is required to pay under section 203A with re-
8	spect to any fiscal year shall be reduced by the
9	amount paid to a self-regulatory organization in ac-
10	cordance with this subsection with respect to such
11	fiscal year.
12	"(d) Effective Date of Rule.—A rule prescribed
13	by the Commission under this section shall not be effective
14	until 90 days after the date on which the Commission sub-
15	mits to each House of Congress a report—
16	"(1) containing the text of the proposed rule
17	and the reasons therefor;
18	"(2) describing the procedures to be used to co-
19	ordinate the collection of fees by the Commission
20	under section 203A and by a self-regulatory organi-
21	zation under the rule; and
22	"(3) containing such other information as may
23	be necessary to describe the implementation and en-
24	forcement of the rule.

"(e) Definition.—For purposes of this section, the 1 term 'affiliate' shall mean any person directly or indirectly controlling, controlled by, or under common control with 3 a member.". 4 SEC. 5. SUITABILITY AND OTHER ADVISER OBLIGATIONS. 6 (a) AMENDMENT.—Section 206 of the Investment Advisers Act of 1940 (15 U.S.C. 80b-6) is amended to read as follows: 8 9 "PROHIBITED TRANSACTIONS BY INVESTMENT ADVISERS 10 "Sec. 206. (a) Prohibited Conduct.—It shall be unlawful for any investment adviser or any person associ-11 ated with an investment adviser, by use of the mails or 13 any means or instrumentality of interstate commerce, directly or indirectly— 15 "(1) to employ any device, scheme, or artifice to 16 defraud any client or prospective client; 17 "(2) to engage in any transaction, practice, or course of business which operates as a fraud or de-18 19 ceit upon any client or prospective client; "(3) acting as principal for his own account, 20 21 knowingly to sell any security to or purchase any se-22 curity from a client, or acting as broker for a person other than such client, knowingly to effect any sale 23 24 or purchase of any security for the account of such

client, without disclosing to such client in writing be-

fore the completion of such transaction the capacity

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1	in which he is acting and obtaining the consent of
2	the client to such transaction;
3	"(4) to engage in any act, practice, or course of
4	business which is fraudulent, deceptive, or manipula-
5	tive;
6	"(5) to provide investment advice to any client,
7	other than in connection with impersonal advisory
8	services, unless the adviser—
9	"(A) prior to providing any investment ad-
10	vice, and as appropriate thereafter, makes a
11	reasonable inquiry into the client's financial sit-
12	uation, investment experience, and investment
13	objectives;
14	"(B) reasonably determines that the in-
15	vestment advice is suitable for the client; and
16	"(C) maintains reasonable records, in ac-
17	cordance with such rules as the Commission
18	shall prescribe, of the information obtained
19	from the inquiries the adviser made in comply-
20	ing with this paragraph; or
21	"(6) to guarantee a client that a specific result
22	will be achieved as a result of the investment advi-
23	sory services.
24	"(b) Exemptions and Special Rules.—

1	"(1) Exemption.—The prohibitions of sub-
2	section (a)(3) shall not apply to any transaction with
3	a customer of a broker or dealer if such broker or
4	dealer is not acting as an investment adviser in rela-
5	tion to such transaction.
6	"(2) AUTHORITY TO DEFINE AND PRE-
7	SCRIBE.—The Commission shall, for the purposes of
8	subsection (a)(4), by rules define, and prescribe
9	means reasonably designed to prevent, such acts,
10	practices, and courses of business as are fraudulent,
11	deceptive, or manipulative.
12	"(3) Definition of impersonal advisory
13	SERVICES.—As used in subsection (a)(5), the term
14	'impersonal advisory services' means any investment
15	advisory services provided—
16	"(A) by means of written material or oral
17	statements which do not purport to meet the
18	objectives or needs of specific individuals or ac-
19	counts;
20	"(B) through the issuance of statistical in-
21	formation containing no expression of opinion
22	as to the investment merits of a particular secu-
23	rity; or
24	"(C) by any combination of the foregoing
25	services.''.

1	(b) Rulemaking Required.—The Commission shall
2	prescribe rules for purposes of paragraph (5)(C) of section
3	206(a) of the Investment Advisers Act of 1940 (as added
4	by subsection (a) of this section) within one year after the
5	date of enactment of this Act.
6	SEC. 6. ADDITIONAL DISCLOSURE OBLIGATIONS OF IN-
7	VESTMENT ADVISERS.
8	(a) Additional Obligations.—Section 204 of the
9	Investment Advisers Act of 1940 (15 U.S.C. 80b-4) is
10	amended—
11	(1) by striking the heading of such section and
12	inserting the following:
13	"PERIODIC REPORTS AND OTHER DISCLOSURE
14	REQUIREMENTS";
15	(2) by inserting "(a) Periodic and Other
16	REPORTS.—" after "SEC. 204."; and
17	(3) by adding at the end the following new sub-
18	sections:
19	"(b) Brochure Required.—
20	"(1) IN GENERAL.—Each person registered
21	under section 203 of this title shall disseminate to
22	each client or prospective client a document disclos-
23	ing material facts concerning matters listed in para-
24	graphs (2) and (3) and such other matters as the
25	Commission shall prescribe. In order to provide for
26	timely and effective disclosure of such facts and

1	matters to clients, the Commission shall by rule pre-
2	scribe the format of the document and the timing of
3	its dissemination.
4	"(2) Contents of Brochure.—The document
5	required by paragraph (1) shall include information
6	concerning—
7	"(A) the education and business back-
8	ground of such person and of any associated
9	person providing significant investment advisory
10	services to the client,
11	"(B) compensation arrangements between
12	the client and the investment adviser,
13	"(C) the nature of services offered,
14	"(D) business practices,
15	"(E) methods for obtaining information on
16	the disciplinary history and registration of the
17	investment adviser and persons associated with
18	the investment adviser, and
19	"(F) conflicts of interest which could rea-
20	sonably be expected to impair the rendering of
21	disinterested advice.
22	"(3) Prominent disclosures.—Such docu-
23	ment shall also prominently disclose—
24	"(A) that—

1	"(i) the registered person receives or
2	may receive, directly or indirectly, sales
3	commissions or other fees in connection
4	with a purchase or sale effected on behalf
5	of a client; or
6	"(ii) the registered person will not re-
7	ceive, directly or indirectly, any sales com-
8	mission or other fees in connection with
9	such purchase or sale, but the client may
10	be charged a sales commission or other fee
11	by another person in connection with such
12	purchase or sale; and
13	"(B) that remedies may be available to the
14	client with respect to disputes arising out of the
15	advisory relationship.
16	"(4) Definition.—The Commission shall de-
17	fine 'associated person providing significant invest-
18	ment advisory services to the client' by rule for pur-
19	poses of this subsection.
20	"(c) Transaction Reports.—
21	"(1) Initial disclosure.—Before a purchase
22	or sale is effected on behalf of any client, each reg-
23	istered investment adviser shall, in accordance with
24	rules prescribed by the Commission, disclose to the

client the total amount of commissions, fees, or

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other charges that may reasonably be expected to be charged in connection with the transaction (or, in the case of payments from third parties, that a payment will be received) and that the adviser or a related person will receive a portion of the commission, fee, charge, or payment. Such initial disclosure shall be in writing if the purchase or sale was recommended in writing.

"(2) CONFIRMATION.—After a purchase or sale is effected, each registered investment adviser shall transmit to each client a written statement that discloses the amount of commissions, fees, or other charges charged in connection with the transaction (or, in the case of payments from third parties, that a payment has been or will be received). Such written statement shall be in such form and contain such information, and be provided in accordance with such rules, as the Commission shall prescribe. Such rules shall, to the extent consistent with the protection of investors, permit delivery of a confirmation statement of a broker or a dealer that includes information that meets the requirements of this subsection (and the rules adopted thereunder) in order to satisfy such requirements.

1	"(3) Waiver.—The Commission may, by rule,
2	permit an investment adviser to omit disclosure re-
3	quired by this subsection with the knowing written
4	consent of the client.
5	"(4) Exceptions.—This subsection shall not
6	apply—
7	"(A) with respect to any purchase or sale
8	for which the registered person, and any person
9	associated or under common control with the
0	registered person, will not receive any portion of
1	the amount charged or deducted in connection
2	with the purchase or sale, and will not receive
3	any payment from a third party required to be
4	disclosed under paragraph (1);
5	"(B) with respect to accounts for which
6	the person is authorized to exercise investment
7	discretion; or
8	"(C) with respect to any account for which
9	the person is not acting as an investment ad-
20	viser.
21	"(5) Special rule.—The provisions of this
22	subsection shall also apply to persons associated
23	with an investment adviser effecting transactions for
24	advisory clients through a broker or dealer with

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which the person is associated.

1	"(d) Periodic Reports.—
2	"(1) IN GENERAL.—Each registered investment
3	adviser shall periodically provide to each client a
4	written statement of—
5	``(A) all commissions, fees, or other
6	charges paid by the client during the period for
7	services provided by the registered person and
8	any person associated or under common control
9	with the registered person;
10	"(B) all compensation directly or indirectly
11	received during the period by the registered per-
12	son, or any person associated or under common
13	control with the registered person, from any
14	third party with respect to any recommended
15	transaction;
16	"(C) in the case of a client account for
17	which the adviser provides investment super-
18	visory services, all securities positions held in
19	the account at the beginning and at the end of
20	the period; and
21	"(D) such other matters as the Commis-
22	sion shall prescribe.
23	"(2) Commission rules.—The Commission
24	shall prescribe by rule the format of the statement
25	and timing of its delivery. Such rule shall require

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that the format and timing of delivery be designed to present the required information in a manner that readily permits clients to compare the costs charged by the investment adviser with the costs charged by other advisers. In adopting such rule, the Commission shall require an investment adviser whose clients purchase or sell investment products through persons other than such adviser, or persons associated or under common control with such adviser, to disclose to its clients that such information concerning costs charged does not include commissions or other fees paid in connection with such purchases or sales. Such rule shall, to the extent consistent with the protection of investors, permit delivery of a report of a broker or dealer that includes information that meets the requirements of this subsection (and the rules adopted thereunder) in order to satisfy such requirements.

"(3) WAIVER.—The Commission may, by rule, permit an investment adviser to provide the statement required by paragraph (1) no more frequently than annually if the client knowingly waives, in writing, the right to obtain such statement more frequently than annually.

1	"(4) Exception.—This subsection shall not
2	apply with respect to any account for which the per-
3	son is not acting as an investment adviser.
4	"(e) Facilities for Filing Records and Re-
5	PORTS.—The Commission, by rule, may require any in-
6	vestment adviser—
7	"(1) to file with the Commission any fee, appli-
8	cation, report, or notice required by this title or by
9	the rules issued under this title through any person
10	designated by the Commission for that purpose; and
11	"(2) to pay the reasonable costs associated with
12	such filing.".
13	(b) RULEMAKING REQUIRED.—The Commission shall
14	prescribe rules for purposes of subsections (b), (c), and
15	(d) of section 204 of the Investment Advisers Act of 1940
16	(as added by subsection (a) of this section) within one year
17	after the date of enactment of this Act.
18	SEC. 7. BOND REQUIREMENT.
19	Section 208 of the Investment Advisers Act of 1940
20	(15 U.S.C. 80b-8) is amended by adding at the end the
21	following:
22	"(e) Bond Requirement.—
23	"(1) IN GENERAL.—The Commission shall, by
24	rules for the protection of investors, require that any

1	investment adviser registered under section 203
2	who—
3	"(A) is authorized to exercise investment
4	discretion, as defined in section 3(a)(35) of the
5	Securities Exchange Act of 1934, with respect
6	to an account,
7	"(B) has access to the securities or funds
8	of a client, or
9	"(C) is an investment adviser of an invest-
10	ment company, as defined in section $2(a)(20)$ of
11	the Investment Company Act of 1940,
12	shall obtain a bond from a reputable fidelity insur-
13	ance company against larceny and embezzlement in
14	such reasonable amounts and covering such officers,
15	partners, directors, and employees of the investment
16	adviser as the Commission may prescribe.
17	"(2) Considerations in rulemaking.—In
18	implementing paragraph (1), the Commission shall
19	consider—
20	"(A) the degree of risk to client assets that
21	is involved;
22	"(B) the cost and availability of fidelity
23	bonds;
24	"(C) existing fidelity bonding require-
25	ments; and

1	"(D) any alternative means to protect cli-
2	ent assets.
3	"(3) Exemption authority.—The Commis-
4	sion by rule may exempt any person or class of per-
5	sons, under such terms and conditions and for such
6	periods as the Commission shall provide in such
7	rule, from the requirements of this subsection and
8	the rules thereunder.
9	SEC. 8. DISQUALIFYING CONDUCT.
10	(a) AMENDMENT.—Section 203(e) of the Investment
11	Advisers Act of 1940 (15 U.S.C. 80b-3(e)) is amended—
12	(1) by redesignating paragraphs (3) through
13	(7) as paragraphs (4) through (8); and
14	(2) by inserting after paragraph (2) the follow-
15	ing new paragraph:
16	"(3) has been convicted within ten years pre-
17	ceding the filing of any application for registration
18	or at any time thereafter of any crime that is pun-
19	ishable by imprisonment for one or more years and
20	that is not described in paragraph (2) of this sub-
21	section or of a substantially equivalent crime by a
22	foreign court of competent jurisdiction.".
23	(b) Conforming Amendments.—Section 203 of
24	such Act is further amended—

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(1) in subsection (e)(6) (as redesignated by
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        subsection (a) of this section, by striking "this para-
        graph (5)" and inserting "this paragraph (6)";
 3
             (2) in subsection (f)—
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                  (A) by striking "paragraph (1), (4), (5), or
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             (7)" and inserting "paragraph (1), (5), (6), or
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             (8)"; and
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                  (B) by striking "paragraph (3)" and in-
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             serting "paragraph (4)"; and
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             (3) in subsection (i)(1)(D), by striking "section
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        203(e)(5) of this title" and inserting "subsection
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        (e)(6) of this section".
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    SEC. 9. CONFIDENTIALITY.
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        Section 208 of the Investment Advisers Act of 1940
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    (15 U.S.C. 80b–8), as amended by section 7, is further
    amended by adding at the end the following new sub-
    section:
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        "(f) Disclosure of Client Information Prohib-
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    ITED.—
             "(1) ADVISER DISCLOSURE.—It shall be unlaw-
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        ful for any investment adviser to disclose any per-
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        sonally identifiable financial information with respect
        to any client unless required by law to do so, or un-
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        less—
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1	"(A) the client has been adequately in-
2	formed of the proposed information disclosure,
3	in accordance with rules prescribed by the Com-
4	mission, and (i) has been afforded the oppor-
5	tunity, in accordance with such rules, to object
6	to the disclosure, and (ii) has not objected or
7	has affirmatively consented;
8	"(B) the information disclosed is necessary
9	and appropriate in order to establish an advi-
10	sory or brokerage account or to effect or at-
11	tempt to effect a transaction for the client;
12	"(C) the information (i) is requested by
13	representatives of the Commission, a State
14	agency whose primary assignment is the regula-
15	tion of the securities business, or a self-regu-
16	latory organization, or (ii) is requested by sub-
17	poena; or
18	"(D) the information is requested by the
19	client's auditors or accountants.
20	"(2) Secondary disclosure.—It is unlawful
21	for any person to whom information is disclosed for
22	the purpose described in paragraph (1)(B) to use
23	such information for any nurpose other than the ef-

fectuation of the client's transaction.".

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